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PROGRAMME BUDGET FOR THE BIENNIUM 1992-1993

ADMINISTRATIVE AND BUDGETARY ASPECTS OF THE FINANCING OF THE UNITED NATIONS PEACE-KEEPING OPERATIONS: FINANCING OF THE UNITED NATIONS PEACE-KEEPING OPERATIONS

Special representatives, envoys and related positions

Report of the Secretary-General

1. In its decision 47/474 of 14 September 1993, the General Assembly requested the Secretary-General to submit at its forty-eighth session a report concerning special representatives, envoys and related positions at the under-secretary-general and assistant secretary-general levels to address the issues raised in paragraph 20 of the report of the Advisory Committee on Administrative and Budgetary Questions (A/47/1004).

2. The Advisory Committee, in its report, noted that in recent months the Secretary-General had appointed a number of representatives and envoys and in this connection reiterated its view that there was a need for a clear statement of the rationale for the establishment of posts at the assistant secretary-general and under-secretary-general levels. Furthermore, the Committee believed that, not only should there be a policy for the establishment of such high-level posts, but that criteria for determining the related emoluments should be established.

3. The present report is submitted in accordance with the above decisions and contains information concerning the designation of special representatives and envoys. These positions can be grouped in the following three categories and are detailed in the annex to the present report:

(a) Special representatives and other high-level positions in peace-keeping or observer missions authorized by the Security Council;

(b) Envoys appointed to assist the Secretary-General in the exercise of his good offices and related functions;

(c) Other special high-level positions.

4. The majority of high-level positions referred to in the present report are in peace-keeping or observer missions that have been authorized by the Security Council. While these positions have been required in the past, the last two years have witnessed a major expansion of the demands placed on the Organization in this respect, in terms of both the number of such missions and their complexity and scope.

5. Once peace-keeping or observer missions are approved by the Security Council and their budgets approved by the General Assembly, the Secretary-General appoints a special representative to undertake a variety of functions (political, diplomatic, humanitarian, human rights, electoral, etc.) and, where relevant, oversee the police and military aspects of the mission. These appointments are normally at the under-secretary-general or assistant secretary-general level, depending on the size and complexity of the mission. Appointments at the under-secretary-general level are made in large, politically complex operations, such as the United Nations Protection Force (UNPROFOR), the United Nations Transitional Authority in Cambodia (UNTAC) and the United Nations Operation in Somalia (UNOSOM II), and in other missions such as the United Nations Angola Verification Mission (UNAVEM), where the responsibilities of the special representative require a high degree of political authority and diplomatic skill, including dealing with problems at the highest national level, often the head of State or head of Government.

6. Large or complex missions sometimes require a deputy (normally at the assistant-secretary-general level) who assists the Special Representative in his or her diplomatic, political and managerial responsibilities. For those missions that have a major military component, the force commanders or chief military observers have also continued to be appointed at the assistant-secretary-general level.

7. The second category relates to envoys appointed by the Secretary-General, for varying durations, but normally for a limited period, to assist him in the exercise of his good offices or related functions. Also in this respect, the number of situations where the United Nations and its Secretary-General have been called upon to assist Member States has considerably increased during the last two years, resulting in a corresponding increase in the number of such appointments.

8. These appointments are either specifically recommended by the Security Council or the General Assembly or relate to issues or situations with which these bodies are seized. Their role normally involves encouraging hostile parties to enter into serious negotiations and agree on a peaceful settlement of their disputes. It also requires the provision of assistance and advice to the Secretary-General in formulating proposals for a course of action towards conflict resolution, often for approval by the Security Council.

9. In his "Agenda for Peace" (A/47/277-S/24111), the Secretary-General noted that "Mediation and negotiation can be undertaken by an individual designated by the Security Council, by the General Assembly or by the Secretary-General. ... There is a wide willingness to serve in this capacity, from which I shall continue to benefit as the need arises."

10. The relevant proposals of the Secretary-General have been explicitly supported by decisions of the General Assembly and the Security Council, notably General Assembly resolution 47/120 and a statement of the President of the Security Council (S/24872). Resolution 47/120 also recommended, in its section III (Fact-finding), that the Secretary-General "should continue to utilize the services of eminent and qualified experts in fact-finding and other missions, selected on as wide a geographical basis as possible, taking into account candidates with the highest standards of efficiency, competence and integrity" as mandated by the Charter of the United Nations. It further invited Member States "to submit names of suitable individuals whom the Secretary-General might wish to use at his discretion in fact-finding and other missions". The President of the Security Council, in his statement, urged the Secretary-General to take appropriate measures "to ensure the availability at short notice of eminent persons who might share, with senior officials of the Secretariat, the burden of fact-finding missions".

11. The rank accorded to these envoys is determined by the level of political and managerial responsibilities entrusted to them, as well as the scope and complexity of activities supervised. These factors are reflected in the final decision of the Secretary-General on each appointment. Consideration is also given to the rank and level of responsibilities of the appointee prior to joining or within the Organization.

12. In addition to the two above-mentioned categories, a small number of eminent and highly experienced officials are appointed by the Secretary-General to assist him directly in the discharge of certain aspects of his responsibilities. These are normally assignments of a temporary or time-bound nature. Some of the officials concerned may be entrusted with a number of different responsibilities, including functions in connection with the Secretary-General's exercise of his good offices dealt with in paragraphs 7 to 11 above.

13. Falling into this category are the responsibilities of the special adviser to the Secretary-General for Political Affairs. In view of the increasing direct support requirements of the Secretary-General at this time, and in order to enhance the Secretary-General's interactions with the Security Council and the General Assembly in relation to political as well as humanitarian and economic and social affairs, and their interrelationship, it is envisaged that an additional special adviser would be required in the period ahead.

14. Another example of the Secretary-General's responsibilities that call for this type of high-level assistance is the coordination of activities relating to the fiftieth anniversary of the Organization.

15. In summary, as of 30 September 1993, there were 22 officials assigned to peace-keeping missions (6 at the under-secretary-general level and 16 at the assistant secretary-general level) and 13 officials performing good offices or related functions (10 at the under-secretary-general level and 3 at the assistant secretary-general level), 3 of whom are assisting the Secretary-General on the basis of a $1 a year honorarium or reimbursement of travel expenses; and, finally, 4 officials assisting the Secretary-General in various capacities, 1 of whom is on a $1 a year honorarium.

16. Once the functions have been defined based on needs, the level determined and the funding obtained, the senior officials are selected either from within or, more often, outside the Organization. Appropriate emoluments are determined in accordance with the Staff Rules and Regulations and, in cases where the mission or assignment is for a limited duration, these entitlements are prorated for the length of employment.

17. With respect to officials in the first category, namely special representatives in charge of approved missions, their deputies, force commanders and chief military observers, the positions are funded from the approved budgets for these missions (whether through the regular programme budget or through peace-keeping budgets). The Secretary-General has taken careful note of the views of the Advisory Committee on Administrative and Budgetary Questions concerning the need to include in his reports on the financing of peace-keeping operations full justification for the proposed establishment of relevant new posts at the senior levels. As requested, the Secretary-General intends to provide a full description of the functions and responsibilities envisaged for such posts in the context of the structure of each mission. The Secretary-General wishes to reiterate, however, the need for the Organization to be able to respond rapidly to evolving situations and to new developments affecting the complexity of the responsibilities devolving to heads of missions.

18. The positions of officials in the second category who are remunerated on a "when actually employed" basis or on time-limited assignments are generally funded under General Assembly resolution 46/187 on unforeseen and extraordinary expenses for the biennium 1992-1993, whereby the Secretary-General is authorized to enter into commitments, not exceeding $3 million, for the maintenance of peace and security. All commitments made, together with the circumstances related thereto, are reported to the Advisory Committee and to the General Assembly through the programme budget performance report.

19. With respect to all the positions described in the present report, the Secretary-General reiterates his intention to consult and inform Member States in a timely and effective manner. As recognized by the General Assembly and the Security Council, however, there are circumstances where the urgency of a situation requires the immediate dispatch of an envoy or of a representative on a fact-finding mission in the context of the Secretary-General's efforts in preventive diplomacy.

20. It is through these mechanisms and procedures that the Secretary-General is able to respond swiftly and impartially to emergency situations as well as respond to the mandates that the General Assembly and the Security Council have entrusted to the Organization.

Annex

SPECIAL REPRESENTATIVES, ENVOYS AND RELATED POSITIONS
IN THE UNITED NATIONS SECRETARIAT

(as of 30 September 1993)

FUNCTIONS/TITLE	FINANCING OF POSITIONS a/				TYPE OF CONTRACT	
	Working capital, unforeseen expenditures	Programme budget	Peace-keeping budgets	Other	Fixed-term appointment, "when actually employed" or special service agreement b/	$1 per year honorarium and/or reimbursement of travel expenses
Special representatives and other high-level positions in peace-keeping or observer missions authorized by the Security Council						
Under-secretary-general level						
Special Representative of the Secretary-General for Cambodia c/			X		X	
Special Representative of the Secretary-General for Angola			X		X	
Special Representative of the Secretary-General for Cyprus			X		X	
Special Representative of the Secretary-General for Somalia			X		X	
Special Representative of the Secretary-General for El Salvador (Chief of Mission, United Nations Observer Mission in El Salvador (ONUSAL))			X		X	
Special Representative of the Secretary-General for Western Sahara			X		X	
Assistant secretary-general level						
Chief Military Observer United Nations Angola Verification Mission II (UNAVEM II)			X		X	

FUNCTIONS/TITLE	FINANCING OF POSITIONS a/				TYPE OF CONTRACT	
	Working capital, unforeseen expenditures	Programme budget	Peace-keeping budgets	Other	Fixed-term appointment, "when actually employed" or special service agreement b/	$1 per year honorarium and/or reimbursement of travel expenses
Chief, Military Observer, United Nations Iraq-Kuwait Observation Mission (UNIKOM)			X		X	
Chief of Staff, United Nations Truce Supervision Organization		X Section 2			X	
Force Commander, United Nations Operation in Somalia (UNOSOM)			X		X	
Force Commander, United Nations Protection Force in Yugoslavia (UNPROFOR)			X		X	
Force Commander, United Nations Operation in Mozambique (UNOMOZ)			X		X	
Force Commander, United Nations Interim Force in Lebanon (UNIFIL)			X		X	
Force Commander, United Nations Peace-keeping Force in Cyprus (UNFICYP)			X		X	
Force Commander, United Nations Disengagement Observer Force (UNDOF)			X		X	
Force Commander, United Nations Transitional Authority in Cambodia (UNTAC) c/			X		X	
Deputy Special Representative of the Secretary-General for Cyprus			X		X	
Deputy Special Representation of the Secretary-General for Cambodia c/			X		X	
Chairman, Identification Commission, Deputy Special Representative of the Secretary-General for Western Sahara d/			X		X	
Deputy Special Representative of the Secretary-General for Somalia			X		X	
Special Representative of the Secretary-General for Mozambique			X		X	

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FUNCTIONS/TITLE	FINANCING OF POSITIONS a/				TYPE OF CONTRACT	
	Working capital, unforeseen expenditures	Programme budget	Peace-keeping budgets	Other	Fixed-term appointment, "when actually employed" or special service agreement b/	$1 per year honorarium and/or reimbursement of travel expenses
Deputy Chief of Mission, UNPROFOR			X		X	
Envoys appointed to assist the Secretary-General in exercise of his good offices and related functions						
Under-Secretary-General level						
Special Envoy of the Secretary-General for Zaire	X				X	
Special Envoy of the Secretary-General for Georgia	X				X	
Special Envoy of the Secretary-General for Haiti	X				X	
Special Envoy of the Secretary-General for Tajikistan	X				X	
Special Envoy, Department of Humanitarian Affairs						X
Special Enjoy of the Secretary-General, Greece-Fyrom						X
Personal Representative for the Controversy between Guyana and Venezuela	X				X	
Co-Chairman of the Steering Committee of the International Conference on the Former Yugoslavia/Special Representative of the Secretary-General for former Yugoslavia				International Conference on the Former Yugoslavia	X	
Chargé de mission on behalf of the Secretary-General						X
Executive Chairman, Special Commission (Iraq)					X	

FUNCTIONS/TITLE	FINANCING OF POSITIONS a/				TYPE OF CONTRACT	
	Working capital, unforeseen expenditures	Programme budget	Peace-keeping budgets	Other	Fixed-term appointment, "when actually employed" or special service agreement b/	$1 per year honorarium and/or reimbursement of travel expenses
Assistant secretary-general level						
Personal Representative of the Secretary-General in Afghanistan and Pakistan (and Coordinator of Humanitarian Assistance for Afghanistan)				Afghanistan Emergency Trust Fund	X	
Special Representative of the Secretary-General for Liberia c/	X				X	
Executive Secretary, United Nations Compensation Commission				Frozen assets of Iraq (Security Council resolution)	X	
Other special high-level positions						
Under-secretary-general level						
Special Adviser to the Secretary-General for Political Affairs		X Section 1				
Special Adviser to the Secretary-General for Public Policy - fiftieth anniversary		X Section 1			X	
Special Representative of the Secretary-General for Public Affairs						X

FUNCTIONS/TITLE	FINANCING OF POSITIONS a/				TYPE OF CONTRACT	
	Working capital, unforeseen expenditures	Programme budget	Peace-keeping budgets	Other	Fixed-term appointment, "when actually employed" or special service agreement b/	$1 per year honorarium and/or reimbursement of travel expenses
Commissioner-General, Taejon Exposition				Trust Fund for Taejon Exposition	X	

a/ 1992-1993.

b/ The "when actually employed" appointment may represent a few days or a few months when the nature of the assignment requires the official to work full-time for that period. Such appointments have time limits (usually one year).

c/ Assignment or functions ended September 1993.

d/ Appointment at ASG level discontinued in October 1993, following ACABQ decision on Secretary-General's proposal.

e/ Financing being proposed under new Liberia Mission budget.